Part I Index Crimes Per 100,000 Persons

12,000

10,895 10,420 10,405 10,565 9,796 9,206 8,041 8,113 8,135 8,78

2,000

1994 1995 199 1997 1998 1999 2000 2

N1   N2   L1
N   L
N4   L3   20
N3   B2   28
B1   B2
B   U1   U2
B3   B4   U3
B5   U5
U4

Racial/Ethnic Composition
of City Population (2000 Census Data)

White
70%

Black
8%

American
Indian
1%

Asian
14%

Hispanic
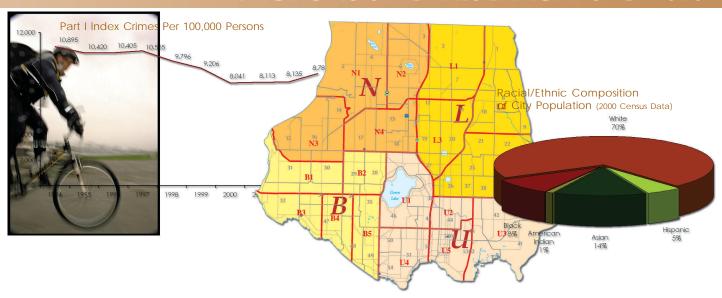5%

APPENDIXES A and B
to SEATTLE POLICE DEPARTMENT
STRATEGIC PLAN

SPD2010: SEATTLE POLICE DEPARTMENT STRATEGIC PLAN

APPENDIX A
BACKGROUND RESEARCH

Table of Contents

Background Report Errata

On page 10, second paragraph, beginning in the second sentence, change the text to read ". . . SPD authorized strength would drop to 2.10 officers per thousand in that year (2010). For a sworn ratio that low, one would have to go back to 1984, when the Department was authorized 997 sworn positions to police a population of approximately 498,400."

Strategic Policy & Planning
Deputy Chief for Administration
Seattle Police Department
November 2003

SPD Strategic Plan 2003-2010:
Background Research

This paper is intended to provide background and context for the *Seattle Police Department Strategic Plan: SPD 2010*. As the first major plan update since the appearance of *SPD 2001*, the Department's previous strategic plan, the present endeavor will provide updated grounding for the new plan, looking out to the year 2010. The two major parts of the paper deal with recent trends in Seattle policing, reaching back to the late 1980s, followed by a discussion of a dozen distinct challenges posed by the context within which the Department likely will have to operate during the seven-year time period covered by the plan.

The first part of the paper addresses trends in calls for service, crime and arrests, and staffing trends since the late 1980s, followed by a brief narrative assessment of the community policing strategy that served as SPD's guiding philosophy during most of the intervening years. With this by way of working context, the paper then explores the 12 challenges that will need to be addressed during the life cycle of the new plan. The Executive Summary is followed by detailed presentations on these two topics.

Executive Summary

This paper is intended to provide a context within which one can view the major challenges and opportunities that will confront the Seattle Police Department (SPD) through the year 2010.

Crime Trends and Staffing. In reviewing the experience of the SPD during the 15-year period 1988 through 2002, several patterns stand out. Most notably, there was a clear decline in serious crime and arrests while police increasingly spent a greater proportion of their time addressing issues of crime and disorder in a proactive manner. Officer-initiated "on-view" events logged into the Department's computer-aided dispatch system increased by more than 87% (65,000 events) over the period. At the same time, SPD sworn staffing increased significantly in 1990, and then changed little through the end of 2002. The loss of 26 sworn authorizations in the 2003 budget as a result of the ongoing economic recession has reduced the Department to a sworn strength not seen in a decade. These reductions must seem particularly ironic in view of the recent upsurge in property crime during the first nine months of the year.

Community Policing. Beginning in the late 1980s in South Precinct, then expanding to the other precincts, SPD inaugurated a program of "community policing." Designed to reduce the barriers between police and the public by engaging citizens in work on safety and disorder issues in their communities, this initiative came at precisely the right time for the Department. The declining crime trend gave SPD a "window of opportunity" to explore alternative policing modes that might be more effective in addressing crime problems.

The Department's 1997 strategic plan described three interrelated facets of community policing: community engagement, problem solving, and organizational transformation.

The text concludes that the community policing strategy of the past 15 years has fully legitimized SPD's community engagement strategy, deepening and extending connections with the community, while it has created useful adjuncts to the permanent organization with the introduction of six-officer Community Police Teams (CPTs) in the precincts. The Department's experience also has shown that targeted problem-solving efforts that pool resources can have a short-term impact on neighborhood problems. However, to date, it has not demonstrated any long-term effects on crime, nor has it fundamentally changed the way most police officers approach their jobs. Changes recommended in a recently completed management study of the Department will have the effect of decentralizing sworn staff to precinct area commands and fostering operational integrity at the level of the police beat. These institutional changes should help the Department reenergize its community policing strategy, giving it the opportunity to create longer-term positive effects on crime and disorder problems.

Challenges and Opportunities. Within this context are numerous challenges that will likely confront the organization over the next seven years. These challenges originate in trends and events in both the external environment and within the organization itself. Because most challenges also present a measure of opportunity for the organization, we are interested in larger trends and events as they create positive or negative impacts to the police organization. A negative impact is one that creates added workload and resource requirements for police; a positive impact decreases police workload and requirements or makes that workload easier to handle.

Demographic Trends. Between 2003 and 2010, demographic forecasts for Seattle suggest the following as significant trends:

- The population cohort of young male adults (ages 15-34) is likely to stabilize, after a surprising increase of 10% due to foreign immigration during the 1990s.
- The middle age "Baby Boom" population group (ages 45-64) will grow substantially (27% during the present decade).
- The senior citizen population (ages 65+) will increase by 11%, after a surprising decline of 13.5% during the 1990s.
- The trend line for the population of foreign-born residents, with limited English-speaking ability, is uncertain due to the current economic recession and immigration restrictions imposed after September 11. Notwithstanding this uncertainty, the very substantial growth of the foreign-born population during the 1990s – currently, more than 90 countries and 50 different languages are represented here – will remain a major demographic fact during this decade (20% of the city's households report regular use of a language other than English in the home).
- The mix of households present in the city is likely to continue the recent trend toward more households comprised by either single persons or unrelated individuals and fewer families.

The paper develops numerous implications for police from these trends. The major elements of challenge during the present decade are likely to come from the fourth bullet: the foreign-born population of limited English-speaking ability. The Department's outreach to minority racial and ethnic groups will need to expand and deepen, including efforts targeted at youth and senior populations. Officer training emphasizing the importance of cross-cultural communication will need to be refreshed on a continuing

basis. Translation and interpreter services also will likely need to be used with greater frequency. Finally, the Department will wish to target recruiting efforts to provide sworn and civilian job opportunities for the city's increasingly diverse population groups.

Housing and Employment Growth. While the current economic slowdown may well slow jobs, housing, and population growth during the first half of this decade, growth is expected to be the predominant theme through the year 2010. By the end of the decade, the city is forecast to have a population of 594,000, 3.9% and some 15,000 households more than at present. During the present decade, employment in the city is expected to grow by 5% to 10% beyond the year 2000 estimate of 510,000 jobs.

The implications of this growth for police are likely to be found in the added residential and employment densities that it will bring. Approximately 80% of all household growth is expected to occur in a small number of urban centers and urban "villages" defined in the City's Comprehensive Plan. The text indicates that added densities may affect the officer mix deployed by precinct commanders in centers and villages, while concentrations of lower-income residents are likely to call for problem-solving measures to reduce repeat calls for service.

Economic Uncertainty and Public Budgets. The continuing downturn in the regional economy has caused a doubling of the unemployment rate to 6.5% in 2002, at the same time that the real wages of the average worker decreased by more than 4% in the two years after 2000. The impacts to public sector budgets have been substantial. SPD lost 43 civilian and 26 sworn positions in the 2003 budget, with additional reductions possible. Other government functions at the state and local level have been impacted even more substantially. One significant negative impact for police is the decreasing level of public support for social programs, particularly programs to deal with mental illness. This is likely to result in a greater number of high-risk encounters with mentally disturbed individuals, requiring continued emphasis on alternatives to lethal force and enhanced crisis intervention skills. Also, financial stringency may encourage additional use of private sector security in low risk areas (e.g., false burglar alarms), and the Department will likely wish to redouble its efforts to work in cost-effective ways and secure outside grant support.

Transportation and Specials Events Policing. Although the economic slowdown has had devastating effects on the local economy, it also has reduced traffic congestion in recent years. With economic recovery anticipated in mid-decade, congestion will again become a politically volatile problem. An array of projects for new facilities – Sound Transit Light Rail, Monorail, and the reconstruction of the Alaskan Way Viaduct, among others – will create traffic snarls that will call for special efforts from police. On top of this, the burden of policing special events including civic celebrations, protests, and sporting events – work that falls most heavily on officers in the Traffic Section – exceeded critical mass in the year 2000 only to retreat a bit in the years since. With sworn staff averaging more than 500 hours of overtime during 2002, the Traffic Section will find it difficult to deal with transportation problems and special event staffing simultaneously during the second half of this decade.

Terrorist Threats. The terrorist prevention and response priorities that have developed since September 11 have confronted the Department with a whole new body of work in addition to its routine policing duties. While SPD has created a new, lightly staffed Emergency Preparedness Bureau to leverage City and other resources to address this

concern, much more will be needed. As noted by one public policy adviser, "[police] departments face a two front-war of rising crime rates and homeland security."[1] This new, top priority mission will consume a growing share of Department and other public resources during the balance of this decade.

Demands for Police Accountability and Continuous Organizational Change. The demands for greater transparency and accountability in policing that became especially salient during the late 1990s with allegations of cover up and dishonesty, only to be aggravated by a series of officer-involved shootings and accusations of racial profiling in traffic stops, will very likely continue into the foreseeable future. With these demands have come several institutional changes, including creation of an Office of Professional Accountability (OPA) in SPD and an OPA Review Board reporting to the City Council. Other organizational changes have come yearly to the Department, bringing with them, in the aggregate, a sense of continuous change that has begun to impact employee morale while raising numerous accountability-related topics for negotiation with represented labor unions and guilds. Notable among the latter are discussions with the Seattle Police Officers' Guild surrounding the need for an "early warning system" and performance evaluations for officers. In addition to reaching agreement on these topics with unions, the Department will examine accountability and the decision-making procedures that are in place for targeting and then acting effectively to address specific crime concerns through regular Command Staff meetings supported by Crime Analysis staff.

New Technology. SPD is becoming increasingly reliant on technology for the basic business of policing. It is critical that SPD position itself to take advantage of technological innovations that will allow officers to work more safely, more efficiently, and more effectively. For example, deployment of audio-capable video cameras in SPD marked cars, the ongoing effort to upgrade its records management and computer-aided dispatch systems, and the increasing use of DNA in police forensic investigations are technologies that will allow officers to work more safely and effectively in the years ahead.

With all of these efforts to deploy new technology, the Department needs to clearly define the functions to be performed, as well as the requirements for user acceptance, while retaining flexibility regarding the particular software and hardware that may be available to support the functions identified. Innovations must be adequately resourced, in terms of both staffing and other support, and timelines for major new initiatives should be realistic; major new projects, from initial research through demonstration to deployment take a minimum of three years. Finally, successful projects cannot stop with deployment; planners must budget adequate support for ongoing system maintenance and training.

Conclusion. In closing, while all of the above will require attention during the balance of the present decade, the two top priority claims on the Department's time and resources are likely to be the decentralization and reconfiguration of staff and resources around strengthened precinct commands, and the implementation of emergency preparedness measures to counter the possibility of terrorist strikes. The former challenge will allow the Department to follow through on its long-term commitment to an effective community

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[1] Jose Cerda III, "Cops Out: The Soldiers Bush Forgot," presentation at recent meeting of the Major Cities Chiefs Association, July 2003.

policing strategy while countering the recent upsurge in property crime. The latter challenge will engage the Department and the City in addressing a low-probability, high-risk contingency that, if not handled well, would render comparatively insignificant all lesser challenges.

A. Recent Trends in Seattle Policing, 1988-2002

Reviewing the documented experience of the Seattle Police Department during the 15-year period 1988 through 2002, one can see a clear decline in serious crime and arrests at the same time that police spent a greater proportion of their time addressing issues of crime and disorder in a proactive manner (substantial increases in officer-initiated "on-view" events). SPD sworn staffing increased significantly in 1990, and then changed little through the end of 2002. The recessionary loss of 26 sworn authorizations in the 2003 budget has reduced the Department to a sworn strength not seen in a decade. Additional detail is summarized in the following paragraphs, with complete documentation presented in the Appendix (Table1).

Calls for Service: During the 15-year period 1988 through 2002, calls to the SPD Communications Center have changed little (2.4% decline 1988-1990 to 2000-2002).[2] At the same time, calls dispatched to SPD field units[3] declined 12.2% between 1988-1990 and 2000-2002; the percentage of calls dispatched declined from an average of 36.5% of all calls during the first three years of the period to 32.6% during the last three years. This trend indicates that increasing shares of calls were handled by non-dispatch alternatives, such as diversion of non-emergency calls to the Telephone Reporting Unit (TRU).

Over the same 15-year period, field units increased the frequency of both traffic stops and officer-initiated "on-view" stops. From the beginning to the end of the period, traffic stops increased by 17.6% while on-views were up by an impressive 87.2% (an increase of more than 65,000 on-view events annually), again comparing the first three-year period with the last three-year period.
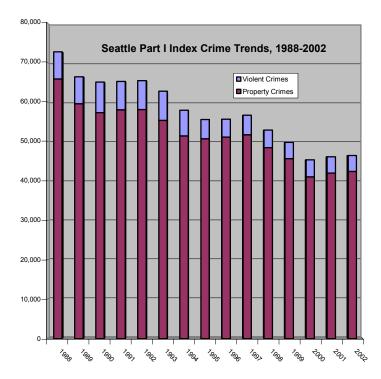
Crime Trends: During the 1988-2002 period, Seattle experienced a fairly steady decline in serious (Part I) crimes reported to police, from nearly 72,700 Part I index crimes in 1988 to slightly more than 46,400 in 2002. This represents a drop of 36.1% over the entire period, although it should be noted that the city has experienced a 2.2% increase since the year 2000 low of 45,300 Part I index crimes. Further, not shown in the Appendix, crime in Seattle during the first nine months of 2003 has spiked upward by 13.2% over the same nine months in 2002.

Both Part I violent and property crimes decreased significantly over the 15-year span. From a high point in 1990 of 7,780 crimes, the number of Part I violent crimes reported to police dropped by nearly half, to just under 4,100 crimes, in 2002. Part I property crimes dropped about 38% during the 13-year period ending in 2000, with a 3% increase in the following two years. It is interesting to note that only one of the seven Part I index

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[2] Because calls for service show significant up and down trends from year to year, we have "smoothed the data" by looking at rolling three-year averages in the text discussion. The data in Table 1 in the Appendix show the individual years.
[3] Predominantly patrol units, field units also include calls dispatched to Bike Squad units, Parking Enforcement, and Community Service Officers.

crimes – auto theft – defies the general trend: with the exception of a brief hiatus during the mid-1990s, auto thefts increased steadily, gaining nearly 45% over the 1988-2002 period. It should be noted as well that the substantial increase in Seattle Part I index crime in 2003 over 2002 is due almost entirely to property crime, with sizeable increases in each of the specific crimes that comprise that category: burglary, larceny, and auto theft.

Together with the chart, the table below summarizes the components of change in Part I index crimes over the entire period, 1988-2002:

	1988	2002	Change
Violent Crime	**6,879**	**4,093**	**-40.5%**
Murder	56	27	-51.8%
Rape	439	152	-65.4%
Robbery	2,709	1,576	-41.8%
Aggravated Assault	3,675	2,338	-36.4%
Property Crime	**65,815**	**42,340**	**-35.7%**
Burglary	16,880	7,290	-56.8%
Larceny	43,196	26,742	-38.1%
Auto Theft	5,739	8,308	+44.8%
Total Part I Index	**72,694**	**46,433**	**-36.1%**

The crime trend statistics in the Appendix also include annual summary data for crime rates per thousand residents. The size of the declines in violent and property crime rates over the 15-year period are approximately 8% to 10% greater than the figures shown in the table, given that population increased by 15.3% while the absolute number

of reported crimes decreased. Over the period, total Part I index crime rates dropped by 44.5% from 146.6 to 81.3 crimes per thousand residents.

Compared with 21 other cities in its size class (between 500,000 and 999,999 population),[4] Seattle had a higher overall crime rate in 2001, 81.3 versus 73.3 index crimes per thousand. This unfavorable comparison is due wholly to the greater number of property crimes reported to Seattle Police. For violent crime, Seattle in 2001 showed better than the other cities, 7.3 versus 10.7 violent crimes per thousand residents. For property crime, Seattle in 2001 experienced 73.8 crimes per thousand compared with an average of 62.6 crimes per thousand in the other cities.

Arrests: Following the general downward trend in crimes reported to police, the number of arrests made on offenses reported to Seattle Police decreased significantly and steadily during the 1988-2002 period. From beginning to end, the number of arrests on Part I offenses declined by 72.5%; arrests for less serious Part II offenses were likewise down by 57.9%. Overall, arrests decreased by 61.5% from more than 65,400 in 1988 to 25,217 in 2002. Both adult arrests and juvenile detentions (referrals) are counted in these arrest data. While the bulk of these arrests involved booking suspects into the County Jail, citations and summons to appear, particularly for DUI offenses and larcenies, also are included in the arrest figures. It is interesting to observe that arrests declined during the period considerably more than did reported crimes.

Crime Clearances: Closely related to arrests (the vast majority of crimes are solved, or 'cleared,' by arrest), crime clearances also declined. Between 1988 and 2002, total Part I crime clearances dropped by 57.8% to slightly more than 6,000 crimes cleared in the latter year. The global trend in clearance rates for Part I crimes follows the same general trend, declining from approximately 20% during the early years of the period to 13% in 2002. The interesting thing about the clearance rate trend is that it was due heavily to a drop off in property crime clearances, particularly for larceny and auto theft. While 22.0% of larcenies were cleared in 1988, just 12.8% were cleared in 2002. The corresponding figures for auto theft were 12.0% and 4.7%.

As shown in the table below, Seattle compared favorably to 20 other cities in its size class for Part I crime clearances in 2001, with the exception of burglary and auto theft.[5]

	Part I Index Crime Clearances	
	Seattle 2001	Similar Cities
Violent Crime	**45.6%**	**34.5%**
Murder	80.0%	54.5%
Rape	46.3%	45.8%
Robbery	27.9%	18.5%
Aggravated Assault	57.2%	43.5%
Property Crime	**11.4%**	**10.8%**
Burglary	6.2%	8.3%
Larceny	14.6%	11.6%
Auto Theft	5.5%	10.9%
Total Part I Index	**14.4%**	**14.3%**

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[4] As noted in the FBI's Uniform Crime Reports, *Crime in the United States 2001*, Table 16.
[5] *Crime in the United States 2001*, Table 25.

SPD Staffing: Seattle Police Department experienced a significant increase in the number of authorized sworn positions in 1990, subsequent to a major external review of the Department[6] and enactment of a Public Safety Action Plan (PSAP) bond issue that authorized the addition of up to 100 officer positions. In fact, from 1989 to 1990 the number of sworn authorizations increased by 7.0% (a net increase of 83 positions), resulting in a total of 1,262 positions. With ups and down throughout the decade, especially in 1993 and 1994, the Department ended the decade with 1,264 sworn authorizations. The loss of 26 sworn positions in the 2003 budget put the Department's sworn authorization at 1,240, the lowest level since 1993.

From a peak strength of 2.45 officers per thousand residents in 1990, the Department's strength dropped to 2.24 per thousand in 2000, and 2.17 per thousand in 2003. With a 2010 Seattle population forecast of 594,100, SPD authorized strength would drop to 2.09 officers per thousand in that year. For a sworn ratio that low, one would have to go back to 1969, when the Department was authorized 1,104 sworn positions to police a population of approximately 533,000. It is also worth noting that the actual officer strength per thousand population – the actual strength of officers trained and available for duty, as opposed to authorized in the budget – was approximately four to five percent below the ratios cited during the 15-year period under discussion. The ratio of available to authorized strength varied between .91 to .97 from 1991 through 2002, with the low point occurring in 1998 and the peak strength in 2002. Compared with the 21 cities of similar size (populations between 500,000 and 999,999), in 2000 Seattle was in the 40th percentile for officers per 1,000 residents.[7]

SPD civilian authorizations (excluding intermittent positions, principally School Crossing Guards) grew by 30% between 1988 and 2002, from 422 to 550 budget authorized positions. In the austere fiscal environment imposed by the 2003 Budget, the latter number fell to 507 positions (a 7.8% decline). Looked at a different way, the civilian share of the Department's permanent budgeted positions grew from 26.9% in 1988 to 30.3% in 2002, only to fall back to 29.0% in 2003. The significant increase in civilian authorized positions during this period came principally in four areas – Communications, Records, Parking Enforcement, and Information Technology. In only one of these areas was there significant "civilianization," with civilians replacing sworn officers.   In Communications, the number of sworn positions decreased from 22 in 1988 positions to half that number in 2003.

B. The Community Policing Era

Beginning in the late 1980s in South Precinct, then expanding to the other precincts, SPD inaugurated a program of "community policing."[8] Designed to reduce the barriers between police and the public by engaging citizens in work on safety and disorder issues

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[6] *Seattle Police Department Management Study 1989*, also know as the Buracker Report after the study's lead consultant, Carroll Buracker & Associates of Vienna, Virginia.

[7] See Bureau of Justice Statistics Special Report, *Police Departments in Large Cities, 1990-2000*, page 10. Additionally, these data show that Seattle was one of just five departments with declining sworn strength ratios during the 1990s.

[8] Community policing has been defined as "a collaborative effort between police and the community that identifies problems of crime and disorder and involves all elements of the community in a search for solutions to these problems." Community Policing Consortium, cited in *The Future of Community Policing*, Police Executive Research Forum, 2003, draft, page 4.

in their communities, this initiative came at precisely the right time for the Department. The declining crime trend gave SPD a "window of opportunity" to explore alternative policing modes that might be more effective in addressing crime problems.

The Department's 1997 strategic plan described three interrelated facets of community policing: *community engagement*, problem solving, and organizational transformation. Progress was made on all three fronts during the 15-year period, 1988-2002. First, the Department initiated a variety of formal structures designed to facilitate information exchange and to receive input from the community, beginning with Precinct Advisory Committees in the early 1990s. The creation of a series of Advisory Committees for non-geographically based minority groups starting late in the last decade expanded the sources of input. Community engagement also has been strengthened by the designation within precincts of targeted geographic areas for police emphasis (e.g., Weed and Seed program areas in Central and Southeast Seattle). A Community Policing Action Council established in the mid-1990s, which joined with the Department in co-sponsoring Community Police Academies to teach interested citizens more about police procedures, has been folded into a new City-Wide Advisory Council that held its first quarterly meeting in September 2003. The Academies continue under SPD auspices.

SPD's experience with *problem-solving methods* as a proactive alternative for responding to chronic safety-related problems has been mixed. During the mid-to-late 1990s, the Department's Community Policing Bureau expended significant resources in training all Department personnel in a simple problem-solving protocol called SARA (for the four steps in the process, Scan, Analyze, Respond, and Assess results). Partly as a result of this training, teams of personnel from SPD and allied agencies targeted selected chronic crime-related problems in the city, subsequently documenting results in written case studies that demonstrated the ability of the Department to work collaboratively with allied sister agencies and citizens on an array of neighborhood problems ranging from auto thefts to street drugs and prostitution.[9] While in each case these problem-solving activities showed good initial results, in many cases the problems may have returned after a while (e.g., East Precinct auto thefts) or were displaced to other nearby venues. One other problem with the problem-solving training: officers generally felt that the training belabored the obvious ("we already do that") and that they would be sanctioned for failing to conform to the SARA protocol even when it was, in their view, unnecessary.

As with problem solving, the experience with *organizational transformation* has been mixed. The major structural change in the Department has been the introduction of Community Police Teams (CPTs) in each of the precincts. Currently, there are a total of 24 CPT officers and four CPT sergeants reporting to the Operations Lieutenants in the city's five precincts (the new Southwest Precinct effectively shares six CPT officers with South Precinct). Having been around for 15 years, the CPTs generally are well regarded and very popular with the neighborhoods. This is so much the case, in fact, that it effectively undermined a 1997 attempt to disband the CPTs and integrate their officers into regular patrol, as part of an effort to make all patrol officers "problem solvers."

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[9] See Jon Gerondale, *Problem Solving: Nine Case Studies and Lessons Learned* (Research and Grants Unit, SPD, January 2000); or U.S Department of Justice Office of Community Oriented Policing Services, *Problem Solving Case Studies*, no date.

In summary, the community policing strategy of the past 15 years has fully legitimized SPD's community engagement strategy, deepening and extending connections with the community, and it has created useful adjuncts to the permanent organization with the introduction of CPTs in the precincts. It also has shown that targeted problem-solving efforts that pool resources can have a short-term impact on neighborhood problems. However, to date, it has not succeeded in demonstrating with any rigor that it has produced any long-term effects on crime,[10] nor has it fundamentally changed the way most police officers approach their jobs. Changes recommended in a recently completed management study of the Department[11] should have the effect of decentralizing sworn staff to precinct area commands and fostering operational integrity at the level of the police beat. This change should help the Department reenergize its community policing strategy and give it the opportunity to create longer-term positive effects on crime and disorder problems.

C. Future Challenges and Opportunities

The remainder of this paper provides a brief recounting of a dozen emerging trends that are likely to impact police business during the seven-year period through 2010 that will be addressed by the Strategic Plan update. Because most challenges present a measure of opportunity as well, the discussion of particular trends will point out positive as well as negative impacts on police. A negative impact is one that creates added workload and resource requirements for police; a positive one decreases police workload and requirements or makes that workload easier to handle.

Demographic Trend I: Young Male Population Stabilizes

Background: After a surprising increase of 10.4% during the 1990's, largely as a result of unforeseen foreign immigration, Seattle's young male population cohort age 15-34 is likely to stabilize during the present decade. In fact, as shown in the Appendix (Table 2), this population group is forecast to decrease marginally by 2010, in both absolute numbers (414) and as a percentage of total population (from 18.6% to 17.5%).

It also is important to consult the trends in King County for this population group, because Seattle serves as a major work and entertainment venue for residents of surrounding areas. From the police perspective, non-residents accounted for nearly 25% of all Seattle arrests in 2002. Demographic trends in surrounding King County, which are similar to Seattle trends, show the young male cohort age 15-34 stabilizing between 2000 and 2010, although in this case a small numerical increase (about 2,500 people) is expected.

One might ask whether these population forecasts are likely to be just as inaccurate as those made during the 1990s, preceding the 2000 Census.[12] In particular, is foreign

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[10] While it would be tempting to ascribe long-term impacts to the strategy, there have been no careful scientific studies to produce any evidence one way or another. The case studies referenced earlier do not provide a basis for answering the question.

[11] Public Administration Service, *Study of Organization, Deployment, Training, and Staffing in the Seattle Police Department* (July 2002).

[12] To paraphrase a remark by Dick Conway, respected regional forecaster, the one thing we know for sure about forecasts is that they are certain to be wrong. The only question is by how much.

immigration – which is not specifically considered in forecast models – likely to continue to impact Seattle and the King County area as it did during the 1990s? This is difficult to answer because immigration is subject to numerous push and pull factors. Among the former, many people elsewhere in the world do not enjoy the living standards, economic opportunity, or political freedoms that we have in the United States; and many of these people will wish to come to the United States. Within the nation, the Seattle area is likely to continue as a magnet for immigration, particularly as sizeable ethnic communities form here. For example, the South East Asian population – nearly one-third of all foreign-born Seattle residents – will likely facilitate continued influx into the area. On the other hand, this process may be slowed by short-term economic conditions and more restrictive immigration policies since 9/11.

Implications for SPD: Because the young male population cohort age 15-34 represents a disproportionate share of law enforcement workload, as represented by arrest data, the increase or decrease of this group has particular significance for the police. While the forecast for stabilization of this group may ease pressure on police workload during the present decade, the disproportionate representation of immigrant populations among the young male cohort age 15-34 is likely to complicate police interactions with this group. Differences in cultural expectations and linguistic barriers will require police to continue to enhance their level of cultural understanding and ability to communicate in direct, yet respectful ways with young people from other cultures. Outreach programs to the city's diverse ethnic communities will likewise be very important.

Seattle Arrests of Young Males 15-34 as a Percent of All Part I Arrests

	1990	1995	2002
Violent Crimes	55%	60%	56%
Property Crimes	45%	36%	37%
Total Part I Crimes	47%	39%	39%

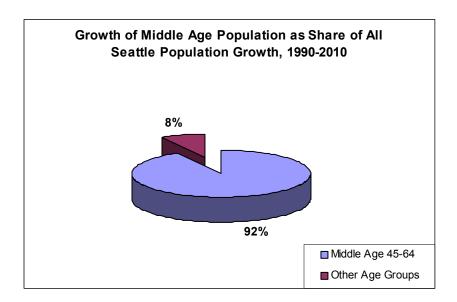**Demographic Trend II: Boomers Reach 'Middle Age'**

Background: By almost any standard, the BIG demographic story in both recent trends and forecasts is the 'graying' of the Baby Boom generation born between 1946 and 1964. By the time we reach 2010, the oldest of the boomers will be 64 years of age; and the youngest, 46.

This phenomenon dominates the 'middle age' population cohort age 45-64 used in this assessment. As shown in Table 2 in the Appendix, this group expanded by more than 38,100 during the 1990s, accounting for 81.0% of the net population growth experienced by the city during the decade. From 2000 to 2010, this middle age population cohort is expected to increase by more than 33,000, accounting for <u>all</u> of the net growth expected in city population.

Implications for SPD: In comparison with the young male population cohort, middle age citizens are underrepresented in police workload; that is, while accounting for about one quarter of the population over the age of 10, this group represented just 15.9% of allarrests made by Seattle Police in 2002. In short, this group is less likely to need

policing and less likely to be arrested. With the growth of this group being the largest single demographic fact during the present decade, SPD can expect fewer workload pressures than might otherwise be the case. Given the steadily decreasing ratio of Seattle police per 1,000 residents, this trend is fortunate.

Approached properly, the middle age population cohort can be leveraged to assist police with its crime prevention and order maintenance functions. For example, if recruited to effective participation in programs like Block Watch and similar neighborhood-based problem-solving activities, these residents can help make Seattle a better place to live and work. Seattle Police should also find fertile ground for recruiting volunteers from this population group.

Growth of Middle Age Population as Share of All Seattle Population Growth, 1990-2010

- 8%
- 92%
- ■ Middle Age 45-64
- ■ Other Age Groups

Demographic Trend III: Senior Citizen Population Stabilizes

Background: It has become an article of faith that the senior citizen population has been growing in recent years, and that it most certainly will continue to do so as the Baby Boomers move beyond middle age. While this may be the case beyond 2010, it has *not* been the case in Seattle in recent years. During the 1990s, the population age 65 and over actually decreased by 13.5%, from 78,400 to 67,807. During the present decade, the senior population in the city is forecast to increase by approximately 7,400. This recovery, if realized, would still not offset the loss experienced during the 1990s. From approximately 15.2% of the total population in 1990, the senior citizen population group is expected to decline to 12.7% of the total population in 2010. During the seven-year horizon of our strategic plan, the senior population is best characterized as stabilizing.

In light of general increases in this demographic group in Washington State since 1990, the reasons for this trend are somewhat speculative. Economic factors such as the comparatively high cost of living (especially housing costs) and local taxation in Seattle may well serve as a disincentive for senior citizens, particularly those on fixed incomes, to remain in the city after their retirement. In addition to these "push" factors, seniors may also be attracted by sunnier climes (the snowbird phenomenon) and children living elsewhere.

Implications for SPD: The stabilizing senior citizen population will present SPD with positives and negatives from the standpoint of workload. First, senior citizens pose almost no threat to public order. In 2002, for example, seniors represented only 149 out of the total of 25,217 arrests made by Seattle Police. On the other hand, seniors may well be more vulnerable to crime victimization, especially to certain types of offenses (fraud and domestic violence). The Department already has detectives working these crimes, and the workload here may well increase during the planning period. Reporting of crimes of elder abuse, in particular, are likely to grow with public awareness and sensitivity to the problem.

On the positive side of the ledger, as with the middle age population group, senior citizens may well be an asset to police to the extent that they will participate in Block Watch and other volunteer programs aimed at preventing crime.

Demographic Trend IV: Foreign Immigration Increases Sharply

Background: Seattle's foreign-born population increased by 40% between the 1990 and 2000, from 67,736 (13% of the total population) to 94,952 (17% of the total population). Nearly half (46.5%) of the city's foreign-born population has immigrated to the United States since 1990. The effects on selected neighborhoods have been marked (e.g., Asian groups in the International District; Hispanic populations in South Park; or East Africans in High Point). Although recent information on the age and gender profile of Seattle's foreign born is sketchy, decades of migration research have found that younger adults, particularly males, are over-represented in the group as a whole. This would help explain, for example, why the 1990s forecasts for the young male population cohort were wrong: Seattle did not experience a decline in the size of the young male population age 15-34; it increased by 10%.

Perhaps the most remarkable thing about the foreign-born population is its cultural and linguistic richness. More than 90 countries and over 50 different languages are represented among the foreign born. Approximately 20% of Seattle's population five years of age and older uses a language other than English in the home. The major foreign-born population groups residing in Seattle in 2000, beginning with the largest, were: Southeast Asian (largely Filipino and Vietnamese); East Asian (especially Chinese, Korean, and Japanese); and Latin American (especially Mexican).

The increase in foreign-born population also has contributed to an increase in the city's racial diversity. In 1990, 75.3% of the city's population classified itself as white; by 2000, this number decreased to 70.0%.

Implications for SPD: The growth of the city's foreign-born, limited-English speaking populations has been a fertile source of issues for the police, a reality that is likely to continue through the 2010 planning horizon and beyond. Issues of racial profiling and bias/hate crimes, both before and especially after September 11, have challenged the Department. In this context, the Department's outreach to minority racial and ethnic groups will need to expand and deepen, including efforts targeted at youth and senior populations. Officer training emphasizing the importance of cross-cultural communication will need to be refreshed on a continuing basis. Translation and interpreter services will need to be used with greater frequency. Finally, the Department

will need to target recruiting efforts to provide sworn and civilian job opportunities for the city's increasingly diverse population groups.

Comparison of Racial/Ethnic Composition of the SPD Workforce in 2002
With Seattle Census Population, 2000

	SPD Workforce	City Population*
White	74.5%	70.0%
Asian/Pacific Islander	9.7%	13.6%
Black	9.7%	8.3%
American Indian	4.1%	1.0%
Other Race	-	2.3%
Two or More Races	-	4.8%
Hispanic[13]	4.1%	5.3%

Demographic Trend V: Household Mix Continues to Change

Background: As suggested by the table presented below, between 1990 and 2000 the mix of Seattle household types underwent considerable change. While each of the three basic household types increased in number, single-person households (individuals living alone) increased most, contributing more than half (52%) of all household growth during the decade. Households comprised of unrelated individuals accounted for approximately 46% of all household growth during the period, while family households – defined as those in which the head of household is related to others by marriage, blood, or adoption – represented just 2% of the overall growth in households.

Seattle's household composition also is noteworthy in that only about 20% of all resident households have persons under 18 years of age. This figure is considerably lower than the balance of King County outside of Seattle (37%), and is even low compared with most other U.S cities. In fact, among major cities in 2000, only San Francisco had a smaller percent of households with youth under 18 years of age (19%).

Change in Seattle's Household Mix, 1990-2000

	1990		2000		Change	
	Number	Pct.	Number	Pct.	Number	Pct.
Family	112,969	47.7%	113,400	43.9%	431	2.0%
Single-Person	94,179	39.8%	105,542	40.8%	11,363	52.1%
Unrelated Individuals	29,554	12.5%	39,557	15.3%	10,003	45.9%
Totals	236,702	100.0%	258,499	100.0%	21,797	100.0%

Implications for SPD: The evolving household structure of the city has at least two implications for SPD. First, with more single-person households, it is quite likely, with most adults working, that premises will be empty a greater proportion of the time, creating added vulnerability to property crimes – residential burglary and theft. This may well create additional reported property crimes and more workload for detectives. Further, SPD may wish to devote additional resources to crime prevention efforts, to

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[13] In Census, Hispanic is not a racial category; it is an ethnic grouping that may be of any race.

increase awareness of the problem and to suggest ways that citizens can decrease their vulnerability to crime.

With respect to the population group under the age of 18, one might be led to believe that having comparatively few youth in the city might decrease police workload, all other things being equal. However, the existence of counter trends, such as more working households without parental supervision after school, are likely to offset any workload reductions. Also, the actual number of youth between the ages of 10 and 17 – that part of the under 18 demographic group of most interest to police – actually increased from 1990 to 2000, from approximately 31,800 in 1990 to 37,200 in 2000. Although these numbers are expected to decline marginally by 2010, SPD would be well advised to enhance its proactive outreach efforts with youth.

Population, Housing, and Employment Growth[14]

Background: Between 1990 and 2000, Seattle's total population increased by 9.1% to 563,364, surpassing the previous high peak attained in 1960. The present decade, which has begun with an economic recession, should experience a slowed rate of growth, with the city adding 15,000 households for a forecasted 2010 population surpassing 594,000. Significant job growth is also expected in the city. Between 1995 and 2000, the number of jobs located in the city increased by 82,300 (19.2%) to more than 510,000. Although down since 2000 as a result of the recession, the city is expected to undergo a further increase in jobs on the order of 5% to 10% during this decade.

This growth has brought with it added densities. The Washington State Growth Management Act (GMA) requires county governments to establish urban growth boundaries with most growth being concentrated in cities and unincorporated urban areas with the infrastructure, services, and zoning to support growth. In Seattle, between 1995 and 2002, 44% of housing growth, and 56% of new employment, has gone into five urban centers: Downtown (including Belltown, Denny Triangle, Pioneer Square, and the International District); First Hill/Capitol Hill; Uptown (Lower Queen Anne); University Community; and Northgate.

It is significant that these growth shares for urban centers compare favorably with the 20-year growth targets (1995-2015) specified in the City's Comprehensive Plan. Compared with a housing growth target share of 45% for urban centers, 44% of housing growth during the 1995-2002 period actually went into these areas. Compared with a jobs' growth target share of 65%, 56% of job growth during the 1995-2001 period went into these areas. This suggests that the City is capable of approximating its growth targets. Another significant fact not apparent in these figures is that a large proportion of the city's federally subsidized housing stock is located in urban centers and villages; approximately 25% of the citywide subsidized housing totals are located in the Downtown Urban Center.

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[14] This section draws heavily on *Monitoring Our Progress, Seattle's Comprehensive Plan* (Department of Construction and Land Use, March 2003).

Seattle Housing Growth Forecast, 2004-2010

	Number	Percent
Urban Centers	6,200	41%
Urban Villages	5,900	39%
Outside Centers/Villages	3,000	20%

Implications for SPD: Policing where there is high-rise residential density and employment typically requires a mix of deployment strategies. Instead of relying almost exclusively on patrol cars, higher density encourages use of foot beats and bike patrols. The emerging density patterns in the city, particularly in West Precinct, suggest that precinct commanders may wish to reexamine their patrol deployment strategies. If not shifting resources out of patrol cars on a full-time basis, commanders may wish to plan for a flexible response that allows for seasonal and event-driven deployment of officers on foot and bike. With respect to concentrations of lower-income subsidized housing, historical experience has shown that these locations generate a higher than average number of calls for police service. For example, in the year 2000 the Morrison Hotel generated a total of 771 calls for police service, more than two a day. These frequent, repeat calls for service suggest the need for proactive problem-solving strategies, a challenge that should be addressed by the combined efforts of police and the community. From the police perspective, these problems call for the efforts of Patrol, Community Police Team (CPT) officers, and civilian Crime Prevention Coordinators.

Economic Uncertainty and Public Budgets[15]

Background: The period of the late 1990's was one of great, if not unprecedented economic growth for the Central Puget Sound counties and the city of Seattle. As noted elsewhere, the city had a 19% increase in jobs during the 1995-2000 period. The welfare of the average worker experienced a similar rate of gain. While the average real wages (after inflation) of King County workers remained fairly stagnant between 1980 and 1995, the second half of the '90s saw a remarkable growth of nearly 22% in the average wages of workers covered by unemployment insurance. At the same time, unemployment in King County dropped to historic lows, with rates in the 3% range. With robust economic conditions, public employment and budgets also experienced significant gains. In Seattle, the City's budget grew from $1.64 to $2.09 billion between 1995 and 2000, and the city payroll expanded by 6% to 11,500 full-time equivalent positions. Interestingly, while the general fund budget of the Seattle Police Department expanded by 23% to $140.9 million during this period, the number of sworn officers did not increase appreciably. In 1995, the Department was authorized 1,261 full-time permanent sworn employees; in 2000, this number had risen to just 1,264. Civilian employees, less intermittent positions (crossing guards) and police recruits (authorized in 2000, but not 1995), grew by 19 permanent positions (3.6%) to 552 in the latter year.

The economic recession that began late in 2000 has changed the prospects for both the typical wage earner and public employees alike. Total employment in King County

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[15] This section draws on three sources: *Long-Range Economic and Demographic Forecast*, prepared by Dick Conway & Associates for Seattle City Light, February 2003; *The 2002 King County Annual Growth Report*," King County Budget Office, October 2002; and *The 2002 King County Benchmark Report*, Growth Management Planning Council and King County Budget Office, October 2002.

actually declined in both 2001 and 2002, as unemployment increased from 3.6% in 2000 to 6.5% in 2002. Average real wages dropped 4.3 % at the same time. The City's payroll also has declined, to fewer than 11,100 FTEs in 2002. In the 2003 adopted budget, SPD lost 69 permanent positions, 26 sworn and 43 civilian. As of January 1, 2003, SPD was authorized a total of 1,240 sworn and 507 civilian positions (excluding student officer, police recruit, and intermittent crossing guard and Parking Enforcement Officer positions). Budget prospects for 2004 will continue to require fiscal restraint, with additional staffing reductions a possibility.

Average Wages per Worker in King County, 1980-2002

	1980	1985	1990	1995	2000	2002
Current $	$17,110	$21,170	$26,110	$32,210	$47,710	$47,900
Real $*	$20,690	$20,050	$20,590	$21,570	$26,290	$25,170

* Adjusted using the regional Consumer Price Index for Urban Consumers. 1982-1984=100.

Implications for SPD: Looking out to 2010, it is likely that the regional economy will bottom out in late 2003 or early 2004, with a slow recovery to follow. It is not probable that Seattle will return to the halcyon days of the late 1990s anytime soon. Accordingly, fiscal restraint is likely to be the order of the day. If correct, this suggests that SPD will need to closely monitor ongoing operations to ensure that supported activities produce results in a cost-effective manner. Continued investment in cost saving technologies also would be prudent. SPD also should redouble its efforts to acquire grant resources. In particular, it may wish to continue to expand relationships with private sector partners willing to provide resources for public safety initiatives. Also, the Department may wish to encourage the substitution of private sector security for low-threat activities (e.g., responding to mechanical alarm signals, the vast majority of which are false). The reduction of public budgets also will mean more individuals with untreated mental problems on the streets and, with this, the likelihood of high-risk encounters with police.

Transportation, Traffic, and Special Event-Related Issues

Background: Patterns in traffic congestion generally reflect trends in population and employment. According to the March 2003 monitoring report for Seattle's Comprehensive Plan, the number of cars entering and leaving the city on work days increased by 9% during the period between 1994 and 2002. Since 2000, traffic volumes have actually decreased due to the economic slowdown. With more Seattle residents working outside the city, daily commute patterns also have changed, with comparatively more trips now in the "non-traditional" direction, proceeding out of the city during the morning commute and returning during the afternoon peak. Partly as a result, traffic volumes entering and leaving the Seattle Downtown area have changed little between 1994 and 2002; approximately 222,000 vehicles enter and leave the downtown area each work day. Use of transit and other alternative modes of transport have increased during the past decade, with the number of trips on Metro Transit in Seattle increasing from less than 53 million to more than 60 million trips annually between 1994 and 2001.[16]

Large transportation projects now in the planning stages will create serious challenges for mobility within the 2004-2010 planning horizon and beyond. Construction of Sound

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[16] This paragraph draws from *Monitoring Our Progress*, page 9.

Transit Light Rail and the Seattle Monorail will both impact the city during nearly the entire period. In addition, replacement of the Magnolia Bridge and completion of SR-519 will disrupt traffic patterns for shorter periods of time. Initiation of work on replacement of the Alaska Way Viaduct also should get underway within the planning horizon. Each of these projects will create significant disruptions to existing traffic patterns, spawning trip delays for commuters, commercial freight, and recreational traffic.

Use of sporting venues and other special events also are posing increased burden for Seattle traffic. Special events encompass a wide variety of phenomena, including items such as: natural or manmade disasters such as the 1999 World Trade Organization (WTO) and 2001 Mardi Gras riots; protest demonstrations; sporting events; civic holidays and parades (e.g., New Years Eve, Fourth of July, Seafair); and dignitary visits and movie shoots. All of these events draw upon police and other city resources to control them and to mitigate disruptions to traffic and civic life. From 1996 through 2000, the number of special events involving police resources increased by more than 40%, from 392 to 550. Overtime hours devoted to these events increased commensurately. Since 2000, the number of events policed has declined by approximately 25%, largely as a result of efforts to constrain police overtime as well as a drop off in the number of visiting dignitaries and the economic downturn (e.g., fewer movie shoots).

Implications for SPD: Over the years, SPD has been hard pressed to address all the needs placed upon it with a force of sworn officers that has remained constant. For Traffic Section units tasked with special event support as a principal mission, a limit has been reached in terms of hours worked. In 2002, even with the decline in events policed, officers in the Traffic and Motorcycle units averaged over 500 hours overtime; Parking Enforcement Officers, also used heavily to control special event traffic, averaged 165 hours of overtime during that year. Unit commanders believe that officer safety will be impacted if further demands are made on these units for special events. In addition, there is some evidence that the routine work of these units has been adversely affected by the demands of special events. Partly as a result of special event commitments, both traffic and parking citations written have declined since 1995. Finally, construction of the light rail and monorail systems, especially the closure of the Metro Tunnel in 2005-2007, is sure to require additional traffic control resources.

Terrorist Threats

Background: The events of September 11, 2001 have changed dramatically the context of contemporary American policing. In addition to its traditional missions, police in big cities throughout the nation are now are asked to deter possible terrorist attacks, to respond if attacked, and, working in collaboration with other agencies, to mitigate the impacts of those attacks. The nature of the terrorist threat will demand the development of enhanced crime detection and response capabilities, including expanded intelligence networks, specialized equipment, and training that emphasizes Incident Command System (ICS) tactical skills.

The U.S. Department of Homeland Security rates the terrorist threat to Seattle above average for American cities. Accordingly, the Seattle Police Department has created a separate Bureau and Section for addressing emergency preparedness and homeland security issues. Presently, SPD has approximately 30 employees working for this Bureau, a comparatively small number considering the magnitude of this strategic challenge. The mission of this Bureau is to leverage other Department, City, and

regional resources to address the full range of issues that fall under the heading of emergency management/homeland security.

In late 2003 and 2004, the City and its regional partner jurisdictions expect to receive $45 million in federal grants for homeland security. These funds will be used to address critical planning and equipment needs in police, fire, and other key areas. Additional funds also will be received to support police overtime for homeland security-related deployments. All of these funds are in addition to a $1.5 million grant the City has received to support its participation in the federally mandated Topoff2 emergency preparedness exercise that took place in May 2003.

Implications for SPD: The Emergency Preparedness Bureau (EPB) prepared a Strategic Direction document for the City[17] that lists 10 separate goals, as follows:

1. Incorporate defense against terrorism into Seattle's existing emergency preparedness strategy.
2. Enhance Seattle's ability during emergencies to communicate quickly and accurately among City departments and with supporting jurisdictions, the media, and the public.
3. Establish a system to provide comprehensive analysis and support to the Mayor, Mayoral staff, and department heads on preparedness, mitigation, response, and recovery issues.
4. Coordinate the completion of a comprehensive vulnerability and threat assessment for all City departments' infrastructure.
5. Facilitate ongoing emergency preparedness training, including a variety of tabletop exercises, for all City employees.
6. Develop a Citywide staffing and equipment matrix for use by every department in support of the Emergency Operations Center (EOC) in disaster response.
7. Facilitate the incorporation of the federal threat level notification system into each City department's emergency operations plan and ensure consistency among them.
8. Expand emergency preparedness public outreach initiatives (SDART and Project Impact).
9. Establish the EPB as the City point of contact and liaison with federal, state, and local agencies on emergency preparedness issues, including the search for grant resources.
10. Serve as a central point of contact for review and implementation of new laws regarding emergency preparedness, particularly those pertaining to public disclosure.

While many of these goals will be accomplished in fairly short order, the broader mission given to the EPB by the Mayor – to make Seattle the most prepared city in America – will require ongoing planning, training efforts, and increased work to strengthen regional cooperation. These efforts will continue to pose substantial resource requirements out to the planning horizon and beyond.

Continuing Demands for Police Accountability

Background: During the past four years, the Seattle Police Department has experienced steadily increasing pressures for greater accountability from the Mayor, City Council, and the public. These pressures have resulted from a unique confluence of events. Initially responsive to a high profile 1999 incident involving alleged theft by SPD Homicide personnel, the police accountability movement subsequently received added impetus from officer-involved shootings of suspects of color, police tactics during the riots that accompanied the 1999 WTO protests and the 2001 Mardi Gras celebration, and allegations of "racial profiling" during traffic stops.

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[17] *City of Seattle Emergency Preparedness Bureau Strategic Direction*, March 4, 2003.

These events have occasioned significant institutional and procedural changes within and beyond the SPD. First and foremost, the creation within the Police Department of an Office of Professional Accountability (OPA) in 1999, followed by the establishment of an OPA Review Board reporting to City Council in 2002 have legitimized and strengthened civilian review of allegations of police misconduct. Additionally, SPD has established a less-than-lethal weapons program, and augmented its crisis intervention training, to provide officers with alternatives to lethal force in dealing with mentally disturbed suspects. SPD also has spent thousands of hours refining tactical models and training to ensure professional conduct in policing special events. Finally, SPD has agreed to implement special documentation for all traffic stops while committing to deployment of video cameras in marked police cars to address racial profiling issues.

One additional trend relevant to accountability is worth noting here. Responding to an Executive budget initiative and conditions of fiscal stringency, pressures are mounting for cost-effective, results-oriented management not only in the Police Department, but Citywide.

Implications for SPD: While much has been accomplished to enhance police accountability, there is still much to do. With respect to officer conduct, deployment of a revised performance evaluation system and inauguration of an "early warning system" to identify officers for special mentoring will be critical for continuing to enhance public trust in the police. Both of these items will require negotiation with the Seattle Police Officers' Guild. Further, continuance of public outreach to communities of color should help to enhance understanding of police procedures. Deployment of video cameras in Traffic and throughout Patrol in 2004 will provide objective evidence regarding police-citizen interaction during traffic stops. Similarly, continued development of the Department's less-lethal program as well as ongoing training and equipment acquisition strategies will solidify and strengthen recent gains in demonstration management capabilities.

Finally, in response to demands for results, SPD will provide precinct commanders with additional resources they will need to do the job, together with the expectation of accountability for results in dealing with problems of crime and disorder. Regular meetings of Command Staff and the Chief with precinct commanders to review crime trends and police responses will help ensure results.

Ongoing Organizational Change

Background: Combined with the ongoing demands for greater police accountability, ongoing organizational change can create strains in any organization. The tenure of Chief Gil Kerlikowske, beginning in August 2000, has witnessed a high level of organizational change. Most notably, these changes have included the splitting of Operations into two separate Bureaus and the creation of a new Emergency Preparedness Bureau. Other changes entail more modest reconfiguration of organizational alignments and reporting lines.

Much of this organizational change has occurred pursuant to the recommendations contained in the Public Administration Service consulting *Study of Organization, Deployment, Training, and Staffing in the Seattle Police Department* (July 2002). At the broadest level, this report called for the decentralization of personnel to precincts, which were to be given greater responsibility for their areas and the resources to meet those expanded responsibilities. While numerous changes have been made, others will

doubtless follow as the Command Staff receives information on the effectiveness of initial changes.

Occasional change in an organizational structure and reporting can produce positive results in performance along with accompanying gains in collective energy and morale. Frequent change, however, may undercut what commanders hope to accomplish. In the worst case, frequent changes, especially when mid-level supervisors have not adequately prepared the ground for change, can undermine the credibility of command and create the impression that the organization is adrift. This, in turn, can encourage a pattern of cynicism and low morale.

Implications for SPD: To guard against the worst case described above, SPD Command Staff will need to articulate clearly the end state being sought and the timetable for achieving it. In that way, organization members are provided a context in which they can understand and interpret changes. While all change is difficult for organizations and individuals, it becomes easier when there is a roadmap indicating where each change fits and what lies ahead. By providing the context, limiting restructuring only to changes that are necessary to accomplish strategic goals, and adequately preparing mid-level supervisors and their employees for the changes that are coming, the Department can avoid the numerous pitfalls associated with ongoing organizational change.

New Technological Opportunities

Background: The Department's most recent strategic plan[18] pointed out a truism regarding new technology: it is a two-edged sword. While creating the opportunity to capture efficiencies and work more effectively, technology is expensive and it challenges established ways of doing things. In the most serious case, when new technology runs counter to the organizational culture, only the concerted efforts of the Command Staff and work supervisors, and a great deal of time, will give change a chance.

In recent years, SPD has successfully undertaken substantial upgrades of its basic operating systems. For example, new Mobile Data Computers (MDCs) have replaced old dumb terminals in SPD blue and whites. The MDCs provide officers enhanced access to information they need to do their jobs, while affording officers the opportunity to prepare reports in the field. This innovation has had very real positive results and has been generally well received by officers and support staff alike.

Major new initiatives currently underway feature replacements for the Department's Computer-Aided Dispatch (CAD) and RMS and the integration of audio-capable video cameras into the SPD marked car fleet. The latter project has been through a two-year demonstration and will soon result in a recommendation to deploy digital cameras throughout the force beginning early in 2004. In-car video technology will not only enhance trust in police by providing an objective record of the officer-citizen interaction, it also may be able to provide off-site commanders with real-time pictures of events as they unfold in the field.

The CAD/RMS project will begin with replacement of the RMS and automated field reporting early in 2005; CAD replacement will follow. This new RMS will provide new

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[18] *Seattle Police Department Strategic Plan: SPD 2001* (September, 1997), page 14.

capabilities and flexible applications to officers and supervisors alike. For example, it will allow commanders fairly quick access to crime and arrest records that now can only be provided much more slowly with special programming. Supporting these efforts will be an enhanced wireless system, with expanded bandwidth, and strengthening of the security of SPD's automated systems, to provide effective defense against cyber terrorism.

Another area likely to benefit from new technology during the present decade is Criminal Investigations, where exciting breakthroughs in the use of DNA in forensics is likely to advance crime solving and support effective criminal prosecution.

Implications for SPD: , SPD is becoming increasingly reliant on technology for the basic business of policing. It is critical that SPD position itself to take advantage of technological innovations that will allow officers to work more safely, more efficiently, and more effectively. Efforts to deploy new technology need to clearly define the functions to be performed, as well as the requirements for user acceptance, while retaining flexibility regarding the particular software and hardware that may be available to support the functions identified. Innovations must be adequately resourced, in terms of both staffing and other support, and timelines for major new initiatives should be realistic; major new projects, from initial research through demonstration to deployment take a minimum of three years. Successful projects cannot stop with deployment; planners must budget adequate support for ongoing system maintenance and training. In particular, SPD commitment to RMS/CAD and other automated systems will require training on computer system basics as well as practical applications in standard post-BLET classes.

Conclusion – Top SPD Priorities

While all of the above challenges will require attention during the balance of the present decade, the two top priority claims on the Department's time and resources are likely to be the decentralization and reconfiguration of staff and resources around strengthened precinct commands, and the implementation of emergency preparedness measures to counter the possibility of terrorist strikes. The former challenge will allow the Department to follow through on its long-term commitment to an effective community policing strategy while countering the recent upsurge in property crime. The latter challenge will engage the Department and the City in addressing a low-probability, high-risk contingency that, if not handled well, would render comparatively insignificant all lesser challenges.

SPD Strategic Plan Environmental Scan:
Context for Seattle Policing, 2003-2010

Appendix

Table 1.   Seattle Part I Crimes and Crime Rates, Clearances, Arrests, Calls for Service, and Staffing, 1988-2002

Table 2.   Seattle Population by Age and Gender, 1990-2010 and Decennial Change

Table 1. Seattle Part I Crimes and Crime Rates, Clearances, Arrests, Calls for Service, and Staffing, 1988-2002

		1988	1989	1990	1991	1992	1993	1994	1995	1996	1997	1998	1999	2000	2001	2002
Murder	# crimes	56	38	53	43	60	67	69	47	37	49	49	45	36	25	27
	#cleared	51	33	34	31	40	54	41	33	25	25	35	27	22	20	15
	% cleared	91.1%	86.8%	64.2%	72.1%	66.7%	80.6%	59.4%	70.2%	67.6%	51.0%	71.4%	60.0%	61.1%	80.0%	55.6%
Rape	# crimes	439	478	481	398	353	357	318	260	261	218	242	188	181	164	152
	#cleared	211	253	237	201	180	174	140	114	148	110	107	88	85	76	71
	% cleared	48.1%	52.9%	49.3%	50.5%	51.0%	48.7%	44.0%	43.8%	56.7%	50.5%	44.2%	46.8%	47.0%	46.3%	46.7%
Robbery	# crimes	2,709	2,448	2,695	2,761	2,577	2,676	2,536	2,212	1,963	2,081	1,728	1,642	1,653	1,594	1,576
	#cleared	781	790	690	636	763	624	634	601	533	671	502	464	470	444	370
	% cleared	28.8%	32.3%	25.6%	23.0%	29.6%	23.3%	25.0%	27.2%	27.2%	32.2%	29.1%	28.3%	28.4%	27.9%	23.5%
Agg. Assault	# crimes	3,675	3,914	4,551	4,017	4,337	4,349	3,615	2,392	2,282	2,654	2,456	2,291	2,463	2,367	2,338
	#cleared	2,156	2,211	2,407	2,217	2,614	2,380	2,037	1,314	1,354	1,499	1,415	1,356	1,392	1,353	1,310
	% cleared	58.7%	56.5%	52.9%	55.2%	60.3%	54.7%	56.3%	54.9%	59.3%	56.5%	57.6%	59.2%	56.5%	57.2%	56.0%
Violent Crimes	# crimes	6,879	6,878	7,780	7,219	7,327	7,449	6,538	4,911	4,543	5,002	4,475	4,166	4,333	4,150	4,093
	#cleared	3,199	3,287	3,368	3,085	3,597	3,232	2,852	2,062	2,060	2,305	2,059	1,935	1,969	1,893	1,766
	% cleared	46.5%	47.8%	43.3%	42.7%	49.1%	43.4%	43.6%	42.0%	45.3%	46.1%	46.0%	46.4%	45.4%	45.6%	43.1%
Burglary	# crimes	16,880	14,162	11,181	10,640	9,250	9,252	8,186	7,695	7,855	8,139	6,959	6,469	6,157	6,684	7,290
	#cleared	946	884	820	761	739	696	562	590	560	523	500	437	485	414	459
	% cleared	5.6%	6.2%	7.3%	7.2%	8.0%	7.5%	6.9%	7.7%	7.1%	6.4%	7.2%	6.8%	7.9%	6.2%	6.3%
Theft	# crimes	43,196	39,540	39,522	40,502	41,125	39,216	36,758	35,976	36,883	36,417	33,327	30,485	26,424	26,502	26,742
	#cleared	9,489	8,366	8,384	8,562	8,764	7,486	6,605	6,461	7,522	5,861	6,243	5,209	4,325	3,867	3,425
	% cleared	22.0%	21.2%	21.2%	21.1%	21.3%	19.1%	18.0%	18.0%	20.4%	16.1%	18.7%	17.1%	16.4%	14.6%	12.8%
Auto Theft	# crimes	5,739	5,816	6,570	6,842	7,698	6,819	6,423	6,944	6,355	7,082	8,109	8,640	8,386	8,755	8,308
	#cleared	688	725	854	833	872	756	687	733	628	735	750	617	582	484	388
	% cleared	12.0%	12.5%	13.0%	12.2%	11.3%	11.1%	10.7%	10.6%	9.9%	10.4%	9.2%	7.1%	6.9%	5.5%	4.7%
Property Crimes	# crimes	65,815	59,518	57,273	57,984	58,073	55,287	51,367	50,615	51,093	51,638	48,395	45,594	40,967	41,941	42,340
	#cleared	11,123	9,975	10,058	10,156	10,375	8,938	7,854	7,784	8,710	7,119	7,493	6,263	5,392	4,765	4,272
	% cleared	16.9%	16.8%	17.6%	17.5%	17.9%	16.2%	15.3%	15.4%	17.0%	13.8%	15.5%	13.7%	13.2%	11.4%	10.1%
Part I Totals	# crimes	72,694	66,396	65,053	65,203	65,400	62,736	57,905	55,526	55,636	56,640	52,870	49,760	45,300	46,091	46,433
	#cleared	14,322	13,262	13,426	13,241	13,972	12,170	10,706	9,846	10,770	9,424	9,552	8,198	7,361	6,658	6,038
	% cleared	19.7%	20.0%	20.6%	20.3%	21.4%	19.4%	18.5%	17.7%	19.4%	16.6%	18.1%	16.5%	16.2%	14.4%	13.0%
	Crimes per 1,000 Population															
Population		495,900	497,200	515,749	518,000	522,000	527,700	531,400	531,900	534,700	536,600	539,700	540,500	563,374	568,100	570,800
Viol. Rate/1000		13.9	13.8	15.1	13.9	14.0	14.1	12.3	9.2	8.5	9.3	8.3	7.7	7.7	7.3	7.2
Prop. Rate/1000		132.7	119.7	111.0	111.9	111.3	104.8	96.7	95.2	95.6	96.2	89.7	84.4	72.7	73.8	74.2
Tot. Rate/1000		146.6	133.5	126.1	125.9	125.3	118.9	109.0	104.4	104.1	105.6	98.0	92.1	80.4	81.1	81.3

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Table 1. Seattle Part I Crimes and Crime Rates, Clearances, Arrests, Calls for Service, and Staffing, 1988-2002

		1988	1989	1990	1991	1992	1993	1994	1995	1996	1997	1998	1999	2000	2001	2002
	Arrests															
Part I Crimes		15,964	14,594	14,823	14,139	13,604	14,045	11,195	10,062	9,792	8,185	8,199	6,974	6,420	5,729	4,384
% Pt I Crimes Reported		22.0%	22.0%	22.8%	21.7%	20.8%	22.4%	19.3%	18.1%	17.6%	14.5%	15.5%	14.0%	14.2%	12.4%	9.4%
Other Offenses		49,450	48,233	46,173	42,670	44,111	45,634	38,912	34,479	31,162	27,092	24,342	22,148	22,769	20,898	20,833
Totals		65,414	62,827	60,996	56,809	57,715	59,679	50,107	44,541	40,954	35,277	32,541	29,122	29,189	26,627	25,217
	Calls for Service															
Total Calls		848,432	860,970	877,389	886,718	872,912	858,765	839,125	808,243	830,476	843,171	811,561	822,557	855,313	848,737	820,164
Dispatched		312,513	312,581	311,592	304,618	292,712	293,718	282,494	285,712	278,034	281,239	280,255	277,779	277,634	277,034	267,496
Traffic Stops		51,598	49,379	55,315	63,298	59,247	67,974	68,186	70,942	56,447	46,321	48,404	51,292	64,267	56,784	62,717
On View Events		76,482	73,488	75,195	88,558	97,316	108,039	116,126	113,867	115,083	103,815	99,478	98,346	128,249	135,170	158,195
% Dispatched		36.8%	36.3%	35.5%	34.4%	33.5%	34.2%	33.7%	35.3%	33.5%	33.4%	34.5%	33.8%	32.5%	32.6%	32.6%
	Staffing															
Sworn																
Authorized		1,148	1,179	1,262	1,256	1,255	1,234	1,266	1,261	1,260	1,246	1,252	1,261	1,264	1,262	1,266
Available		NA	NA	NA	1209	1192	1176	1194	1210	1180	1155	1142	1174	1204	1213	1224
Civilian		422	433	499	497	516	520	519	533	534	556	543	542	552	558	550
Totals		1,570	1,612	1,761	1,753	1,771	1,754	1,785	1,794	1,794	1,802	1,795	1,803	1,816	1,820	1,816
% Sworn		73.1%	73.1%	71.7%	71.6%	70.9%	70.4%	70.9%	70.3%	70.2%	69.1%	69.7%	69.9%	69.6%	69.3%	69.7%
Officer/1,000		2.31	2.37	2.45	2.42	2.40	2.34	2.38	2.37	2.36	2.32	2.32	2.33	2.24	2.22	2.22

Notes: All statistics from internal SPD sources with the exception of population, which is taken from the U.S. Decennial Census for 1900 and 2000, from the annual population estimates produced by the Washington State Office of Financial Management for other years.

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Table 2. Seattle Population by Age and Gender, 1990-2010 and Decennial Change

Age	Shaded Subtotals	1990 Total Population Male	Female	Total	Shaded Subtotals	2000 Total Population Male	Female	Total	Shaded Subtotals	2010 Total Population Males	Females	Total	Shaded Subtotals
Under 5		14,814	14,455	29,269		13,244	12,971	26,215		14,088	13,882	27,970	
5 - 9		12,088	11,754	23,842		12,402	12,057	24,459		12,175	11,930	24,105	
10 - 14		10,125	9,932	20,057		11,936	11,489	23,425		10,718	10,238	20,956	
15 - 19		12,773	12,868	25,641		14,788	14,860	29,648		14,789	15,337	30,125	
20 - 24		24,468	23,896	48,364		25,337	25,677	51,014		29,978	31,025	61,004	
25 - 29		28,738	27,107	55,845		32,088	29,721	61,809		33,053	30,500	63,553	
30 - 34	94,696	28,717	27,536	56,253	104,570	32,357	28,116	60,473	104,156	26,336	23,243	49,579	
35 - 39		26,596	25,233	51,829		26,384	23,065	49,449		23,223	19,575	42,798	
40 - 44		21,305	20,151	41,456		23,650	21,978	45,628		22,277	19,567	41,844	
45 - 49		14,070	13,353	27,423		22,100	21,845	43,945		23,146	21,756	44,902	
50 - 54		10,000	9,841	19,841		18,686	18,822	37,508		22,178	21,508	43,686	
55 - 59		8,760	9,352	18,112		12,536	12,294	24,830		18,693	18,736	37,429	
60 - 64		9,166	10,761	19,927	85,303	8,469	8,695	17,164	123,447	15,159	15,749	30,909	156,925
65 - 69		9,608	12,625	22,233		6,821	7,795	14,616		10,338	11,190	21,528	
70 - 74		8,245	11,514	19,759		6,302	8,545	14,847		6,884	8,382	15,266	
75 - 79		6,238	9,832	16,070		6,211	9,253	15,464		5,201	7,281	12,481	
80 - 84		3,854	7,213	11,067		4,357	7,452	11,809		4,027	7,043	11,069	
85 and over		2,477	6,794	9,271	78,400	3,305	7,766	11,071	67,807	4,583	10,326	14,909	75,254
Total		252,042	264,217	516,259		280,973	282,401	563,374		296,846	297,266	594,113	

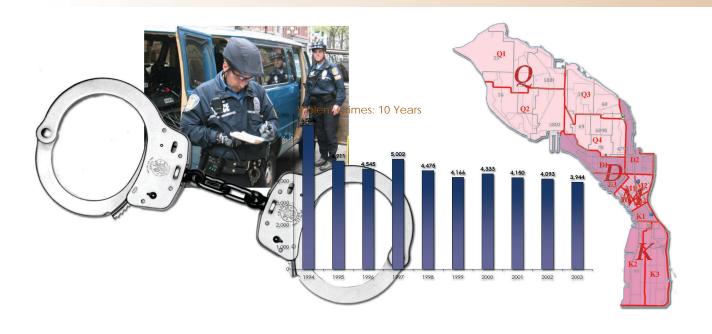| Age	Shaded Subtotals	Change 1990 to 2000 Male	Female	Total	Shaded Subtotals	Change 2000 to 2010 Male	Female	Total	Shaded Subtotals	Change 1990 to 2010 Male	Female	Total	Shaded Subtotals
Under 5		(1,570)	(1,484)	(3,054)		844	911	1,755		(726)	(573)	(1,299)	
5 - 9		314	303	617		(227)	(127)	(354)		87	176	263	
10 - 14		1,811	1,557	3,368		(1,218)	(1,251)	(2,469)		593	306	899	
15 - 19		2,015	1,992	4,007		1	477	477		2,016	2,469	4,484	
20 - 24		869	1,781	2,650		4,641	5,348	9,990		5,510	7,129	12,640	
25 - 29		3,350	2,614	5,964		965	779	1,744		4,315	3,393	7,708	
30 - 34	9,874	3,640	580	4,220	(414)	(6,021)	(4,873)	(10,894)	9,460	(2,381)	(4,293)	(6,674)	
35 - 39		(212)	(2,168)	(2,380)		(3,161)	(3,490)	(6,651)		(3,373)	(5,658)	(9,031)	
40 - 44		2,345	1,827	4,172		(1,373)	(2,411)	(3,784)		972	(584)	388	
45 - 49		8,030	8,492	16,522		1,046	(89)	957		9,076	8,403	17,479	
50 - 54		8,686	8,981	17,667		3,492	2,686	6,178		12,178	11,667	23,845	
55 - 59		3,776	2,942	6,718		6,157	6,442	12,599		9,933	9,384	19,317	
60 - 64		(697)	(2,066)	(2,763)	38,144	6,690	7,054	13,745	33,478	5,993	4,988	10,982	71,622
65 - 69		(2,787)	(4,830)	(7,617)		3,517	3,395	6,912		730	(1,435)	(705)	
70 - 74		(1,943)	(2,969)	(4,912)		582	(163)	419		(1,361)	(3,132)	(4,493)	
75 - 79		(27)	(579)	(606)		(1,010)	(1,972)	(2,983)		(1,037)	(2,551)	(3,589)	
80 - 84		503	239	742		(330)	(409)	(740)		173	(170)	2	
85 and over		828	972	1,800	(10,593)	1,278	2,560	3,838	7,447	2,106	3,532	5,638	(3,146)
Total		28,931	18,184	47,115		15,873	14,865	30,739		44,804	33,049	77,854	

Notes: 1990 and 2000 figures are from the U.S. Census Bureau. 2010 figures are from the City Demographer, based upon forecasts produced by the State Office of Financial Management, Forecasting Division, "Intermediate Series Population Projection: King County," produced as required by the State Growth Management Act (2002).

APPENDIX B
STRATEGIC PROJECTS LIST

Project:	Purpose:
CBRNE "Hot Zones" Preparedness	Identify, train, and equip a cadre of 300 officers for operations in chemical, biological, radiological and nuclear explosive "Hot Zones".
Traffic Plan	Prepare a long-range plan for Traffic and Pedestrian safety.
Narcotics Strategy	Prepare and test a comprehensive strategy to address illegal drug distribution and use.
Training Plan	Prepare a long-range Training Plan and an associated records management system to development and track training participation.
Off-Duty Work	Develop a strategy for improving the way off-duty work is authorized and managed.
Sworn Recruitment	Recruit and hire 60 to 65 for sworn positions in 2004.
Call Priorities/Communications Strategic Plan	Revise call priorities to reduce low priority dispatch as part of Communications Strategic Plan.
Beat Redraw	Revise police beats and consider shift changes to support geographic integrity of precincts.
Crime Scene Processing	Review and revise protocols to strengthen crime scene processing at major events.
Preliminary Investigations Best Practices	Strengthen the capability of patrol to conduct preliminary investigations.
Case Management Protocols	Review and clarify protocols for case assignment, ongoing management, and clearance.
UCR Training	Provide specialized training to ensure accurate recording of data for Uniform Crime Reports and associated statistics.
Property Crimes	Improve performance in handling property crimes.
RMS/CAD Upgrade	Make substantial upgrades to the Department's Records Management System and Computer Aided Dispatch.
Racial Justice Strategic Plan	Address issues of race and social justice that affect the Department's work and the communities being served.

Violent Crimes: 10 Years

Year	Value
1994	6,53_
1995	911
1996	4,545
1997	5,002
1998	4,475
1999	4,166
2000	4,333
2001	4,150
2002	4,093
2003	3,944

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